

Strategy Research Project

Manning Army Equal Opportunity Officer Positions

by

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United States Army War College
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USAWC STRATEGY RESEARCH PROJECT

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Abstract

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The U.S. Army currently aligns its Equal Opportunity (EO) officer positions with the U.S. Army's Adjutant General Branch (42H). This alignment offers no clear strategic benefit. The EO Program formulates, directs, and sustains a comprehensive effort to maximize human potential and to ensure fair treatment of all persons based solely on merit, fitness, and capability to support readiness of the force. EO officers, Non-Commissioned Officers (NCOs), and civilians in all U.S. Army branches and agencies are trained at the Defense Equal Opportunity Management Institute at Patrick Air Force Base, Florida. However, EO is not a core competency of the Adjutant General Corps. Likewise, enlisted EO positions and Inspector General positions are filled by all branches (01A). This mis-alignment restricts commanders' access to a diverse EO Army staff officer who can bring a wider collection of views and methods to policy development, strategic planning, problem solving, and decision-making. This strategy research project recommends that the U.S. Army's G3 Structure Management office change the documented alignment of EO officers from Adjutant General Corps Officers (42H) to Branch Immaterial Officers (01A).

Manning Army Equal Opportunity Officer Positions

America's Army is the best in the world at what we do. And we are significantly the best because of our diversity. Diversity strengthens us. It certainly makes us better in terms of bringing together the richness of backgrounds, the richness of language, the richness of culture, and inevitably the outcome of that diversity is a better product.

—Lieutenant General (R) Michael D. Rochelle¹

Lieutenant General Rochelle's affirming of the value of diversity highlights the importance of identifying highly trained and qualified Army officers to serve as Equal Opportunity (EO) officers. This critical requirement will become even more important in the future as Army formations and organizations become more diverse. The Army must exploit the inherent diversity of its officer corps by allowing officers from all branches to serve as EO officers.

The U.S. Army currently aligns its Equal Opportunity (EO) officer positions with the U.S. Army's Adjutant General Corps Officers (42H). There is no clear strategic benefit of this alignment because EO is not a core competency of the Adjutant General Branch. This misalignment restricts a commander's access to a diverse EO Army officer who brings a wider collection of views and methods to policy development, strategic planning, problem solving, and decision-making. In comparison, U.S. Army enlisted EOs and all Inspector General (IG) positions are filled by personnel from all MOS codes and branches. "The EO Program formulates, directs, and sustains a comprehensive effort to maximize human potential and to ensure fair treatment for all persons based solely on merit, fitness, and capability in support of military personnel readiness."² EO officers, non-commissioned officers (NCOs), and civilians of all U.S. Armed Forces are trained at the Defense Equal Opportunity Management Institute (DEOMI) at Patrick Air Force Base, Florida.³ This research effort examines the current U.S. Army EO manning

process to determine its effectiveness. It then provides recommendations for the Army's Operations (G3) Structure Management Office to expand the EO officer positions to Branch Immaterial Officers (01A), rather than only Adjutant General Corps Officers (42H).

Senior Army leaders consistently embrace formal institutional training for EO program managers (officers) and EO advisors (NCOs) whose primary mission is to advise commanders of Army organizations who lead an increasingly diverse array of personnel. Furthermore, Army Regulation (AR) 600-20 designates commanders at all echelons and in all environments as the officer responsible for their units' interpersonal harmony and command climate.⁴ This strategic research project makes no attempt to explain the EO program's relevance, necessity, training philosophy, or the number and grade of current EO positions. It begins with an overview of the officer assignments process, then examines historical documents to determine when equal opportunity positions were initially required and which Army enlisted MOS or officer branches were aligned with or designated to serve in EO positions. It then reviews the state of the AG (42H /B) Corps and its core competencies as a background for analysis of personnel fill procedures for EO and IG as well as EO enlisted personnel and EO officer personnel. It then compares Army EO structure with that of the other services. The strategic research project then concludes with recommendations for filling EO positions with Branch Immaterial (01A), rather than exclusively with AG officers (42H). The fact that Army AG strategic leaders are currently seeking various EO manning solutions is encouraging. Current proposed manning solutions include developing a new technical warrant officer Career Management Field 42 (420xx) and recoding the current EO officer positions as

branch immaterial.⁵ The Army's ongoing efforts to consider various EO officer manning solutions affirms the relevance of this strategic research project.

Background (The Army Officer Assignment Process)

Army officers who possess the requisite skill sets, training, and attributes for a specific position within a unit provide substantial combat multipliers. The U.S. Army Human Resources Command (AHRC) is responsible for effective distribution of Active Component and Army Reserve officers, warrants, and enlisted personnel throughout the Army. AHRC is the field-operating agency for the U.S. Army's Office of the Deputy Chief of Staff for Personnel, G1 (Army G1). AHRC's current EO manning policy requires assigning an officer in the grade of major or lieutenant colonel with the basic branch specialty of Adjutant General Corps (AG) to serve for 24-36 months in 32 of the 33 EO positions specified in Chapter Six of Army Regulation 600-20.⁶ The single exception to this policy is the assignment of one authorized colonel EO position, managed by the Senior Leader Division (SLD).

Officer personnel assignments are a functional sub-system of the Officer Personnel Management System (OPMS); its goal is to assign the right officer to the right job at the right time.⁷ The Army's officer assignment process focuses on two areas, development and utilization. AHRC's Officer Personnel Management Directorate (OPMD) is composed of three career assignment divisions that manage Active Component competitive category (ACC) and U.S. Army Reserve Officers. Each career assignment division is staffed with assignment branch managers charged with the responsibility to support individual officers in achieving their professional developmental and personal desires within the context of the Army's worldwide requirements as well as the officer's performance, career timeline, and availability.

The developmental consideration of the assignment process supports the Army's training and education requirements by distributing officers to various developmental and career broadening opportunities. The utilization consideration of the assignment process focuses on an officer's knowledge, skills, and experiences as they relate to the Army requirements.⁸ The AHRC's OPMD's Operation and Plans Division, which focuses on overall Army requirements and spaces, hosts an internal manning conference for assignment managers, who assign individual officers to meet Army requirements. The system to distribute Army officers from their current location to a new location is based on manning priorities, validated requirements and an officer's availability to move during a specified manning cycle.

The Army G1 publishes manning guidance that establishes Army-wide priorities within a specified period of time. Manning the Army in the current operating environment is complicated by shortages of officers, warrant officers, and enlisted personnel of various specialties. The Army G1 and Army G3/5/7 establish manning priorities based on the projected strategic mission over an approximate 12-24 month time period.⁹ Account managers within the AHRC, OPMD's Operations and Plans Division validate requirements based on Army manning guidance, and then individual assignment branch officers identify officers who are available to move. Officers may not be available to move for various reasons ranging from attendance in Professional Military Education (PME) programs to serving in or being slated to serve in Command Slated Positions.

Assigning only AG officers to EO positions does not constitute a prioritized Army requirement. Available AG officers may be required to fill validated branch immaterial positions, but such assignments may leave a gap in one of the 33 division level or

above EO positions. Current AG branch core competencies include; Manning the Force; Providing HR Services; Coordinating Personnel Support; and HR Planning and Operations.¹⁰ But EO is not a core competency: rather EO is designated as a command interest program. These programs can be performed by officers from all branches who can exercise command authority. Accordingly, all Army officers should have the opportunity to serve as EO officers.

State of the AG Corps and the Core Competencies

The U.S. Army's Adjutant General (AG) Corps has a proud history of serving strategic leaders. The AG branch provides "manpower, Human Resources (HR) and band support to commanders at all echelons to enhance the readiness and operational capabilities of the total force and ensure success across the full spectrum of military operations."¹¹ The AG's Corps is as old as the Army itself; originated in the Revolutionary Army. Horatio Gates, a former British Army officer, is honored as the father of the Adjutant General's Corps. On June 16, 1775, the Continental Congress appointed Gates as the first Adjutant General to George Washington with a commission as a brigadier general. Historically, he was the second officer to receive a commission in the Continental Army, preceded only by George Washington. With that appointment, the second oldest existing branch of the Army was born.¹²

The AG branch is one of the Army's 16 active component competitive category basic branches; and it is also one of five branches arrayed within the Army sustainment war-fighting specialties in TRADOC's Combined Arms Support Command (CASCOM). The AG branch's overall active component officer authorized strength designates 1,820 positions; 2,646 officers are currently assigned to AG.¹³ This is 3% of the overall active component officer corps and .04% of the total active component force (officer, warrant

officer, and enlisted personnel).¹⁴ AG promotion rates, selection rates for schools, and deployment rates are comparable to those of the other 16 branches.

AG core competencies are associated with both command and staff positions in the operational and institutional Army. Department of the Army (DA) Pamphlet 600-3, “Commissioned Officer Professional Development and Career Management,” (1 February 2010) specifies officer development and career management programs for each of the Army’s career branches and functional areas.¹⁵

AG officers manage functions from the HR life-cycle that include personnel procurement, training, professional development, distribution, sustainment, retirement or separation, to help ensure a quality force and direct the use of Army bands to support friendly forces at home and abroad.¹⁶

A significant cultural change occurred in the AG corps when the Army implemented Personnel Services Delivery Redesign (PSDR) in 2006, in response to the Army transformation from division-centric to brigade-centric operations. Consistent with this change, the Army re-coded battalion and assistant brigade S1 positions to AG positions. Previously those positions were filled by the predominate branch of a given unit. S1 positions are now filled with professional HR officers. This action significantly increased the number of AG captain and lieutenant positions within the AG Corps and across the Army. AG lieutenant positions increased from 75 to 337, and AG captain positions increased from 486 to 717.¹⁷ PSDR transformed the AG culture from command-centric to S1-centric.

“Duty positions in the AG branch require thoroughly trained and properly developed officers to provide knowledge of military HR operations, systems, relationships, and interfaces. AG officers serve in areas of concentration (AOC) or skills described below:

- HR Officer (Area of Concentration (AOC) 42B) identifies company grade HR officers.
- Army Band Officer (AOC 42C) identifies all Army band company and field grade officers.
- Senior HR Officer (AOC 42H) identifies non-band field grade HR officers.
- HR Technician (MOS 420A) identifies HR warrant officers of all grades.
- Army Band Warrant Officer (MOS 420C) identifies Army band warrant officers.
- Postal Operations (Additional Skill Identifier 4J).¹⁸

Of note is the fact that EO is not a core competency of the AG branch (see Figure 1).

The 238 AG branch authorized lieutenant colonel positions in the active component are categorized as key developmental and broadening positions. Key developmental positions enhance officers' prospects for promotions and upward mobility. Generally assignment officers give them a higher priority of fill. Officers who fill them usually enjoy the prestige of a key developmental assignment. The 23 42H command select list (CSL) designated positions and the three 42C (band) positions are considered key developmental positions for AG lieutenant colonels.¹⁹ Broadening positions are important to the Army, and they afford officers the ability to increase their skills and widen their capabilities aperture.

AG officers perform their core competencies at the strategic, operational, and tactical levels of command in the operational and institutional Army. DA Pamphlet 600-3 lists EO as one of the ten developmental and broadening positions for AG lieutenant colonels and majors. The fact that Field Manual (FM) 1-0, Human Resources support

doctrine, fails to direct any responsibility for EO assignments to AG Branch officers is indicative of EO's status. EO is not doctrinally relevant to an AG officer's core competencies. All other AG branch core competencies have specific and unique responsibilities codified in doctrine that drive training programs and related strategies to ensure AG officers are trained and qualified to perform these competencies in support of Army requirements.

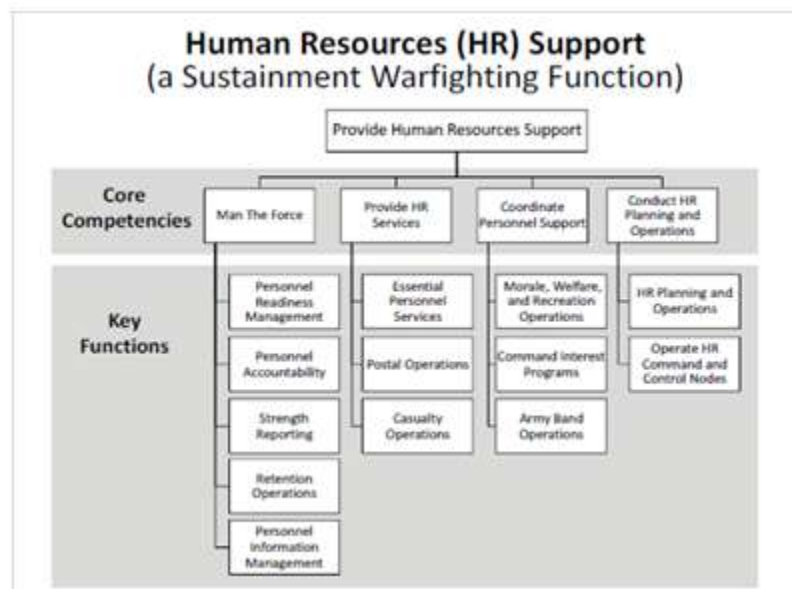


Figure 1. Human Resources (HR) Support Core Competencies

The Historical Alignment of EO to the AG Branch

To assess officer corps culture and capabilities, Army strategic leaders consistently review personnel policies that support the Officer Personnel Management System (OPMS). Using this knowledge, the Secretary of the Army, Army Chief of Staff (CSA), Army G1 and their staffs – determine how to train, educate, promote, mentor, and distribute culturally diverse Army officers, warrant officers, NCOs and Department of the Army civilians. The system that strategic leaders use to manage officers is based on Presidential Executive Orders, laws, and regulatory guidance. By Army regulation,

the Army G1 is the lead agent for Army's EO Program. The EO program has evolved over the past 40 years based on reviews of the OPMS that occurred in 1971, 1983, 1997, and most recently in 2006.

Officer Personnel Management System (OPMS) I - 1971

The U.S. Army's current EO Program emerged at the end of the Vietnam War as the Army transitioned to an all volunteer force. In one of several efforts to assess the readiness of the Army, then CSA General William Westmoreland directed the Commandant of the Army War College to execute a study of officer professionalism.²⁰ Based on the study's recommendations and other ongoing reforms, General Westmoreland re-organized Army structure, doctrine, training, and equipment. One significant result of the Army professionalism study was a new concept for officer personnel management designed to change the philosophy and mechanics of officer career management.²¹ This change led to creation of the Army EO program, designed to address concerns over race relations, gender equality, and other social dynamics. This long overdue initiative identified organizational and cultural impediments that had essentially prevented the Army from fully enacting the advances directed in Presidential Executive orders and other directives enacted at the end of World War II and the Korean War.

World War II and the Korean War created a window of opportunity for Presidents Franklin D. Roosevelt and Harry S. Truman to issue Presidential Executive Orders 8802 (issued on June 25, 1941) and 9811 (issued on July 26, 1948). These directives initiated desegregation of the Armed Services.²² Executive Order 9811 created the "President's Commission on Equality of Treatment and Opportunity in the Armed Services" to study military personnel policies.²³ By 1954, the Armed Forces were fully

desegregated; however, personnel policies did not support the intent of fully integrating service members from diverse cultures into the military. On November 27, 1972, the Secretary of the Army approved the establishment of 2,012 race relations, equal opportunity staff positions for brigade level units and higher; the Secretary also created the human relations MOS.²⁴ In July 1973, the newly established Training and Doctrine Command (TRADOC) ensured that Army PME schools integrated courses in human behavior, race relations, discipline, drug abuse, and counseling into their curriculum.²⁵

In January 1973, the U.S. Army Military Personnel Center (MILPERCEN) was established within the Army G1 to consolidate career management, worldwide assignments, and other personnel support operations.²⁶ Also MILPERCEN was designated to manage the newly established OPMS.²⁷ On July 26, 1973, the Army G1 published a complete revision of Army Regulation (AR) 600-21, "Race Relations and Equal Opportunity," which boldly established the requirement for permanent Race Relations / EO staff personnel and provided for equal opportunity for women serving in the military.²⁸ This regulation clearly stated that "Race Relations / EO staff offices will remain in the DCSPER / G1/ S1/DPCA family" to ensure command priority and commitment.²⁹ However, neither the regulation nor the basic branch, which is structurally aligned with the DCSPER / G1 / S1, Adjutant General (AG), list Race Relations or EO as a core competency. MILPERCEN programmed instructors from all branches and MOS areas to attend race relations and equal opportunity training at the Defense Race Relations Institute (DRRI) or at a major overseas command prior to the officer's or NCO's arrival at a permanent duty station.³⁰ AR 600-42,"Race Relations

Education for the Army” (December 11, 1973), provided guidance to commanders at the battalion level and above on the comprehensive race relations educational program.³¹

AHRC serves as the field operating agency of the Army G1 and manages the current iteration of the OPMS. OPMS I recommended “the centralized command selection process, designated command tours, and created primary and secondary specialties for officers,” among other things.³² These changes were implemented by July 1974, and then in 1977 the Army integrated EO regulation AR 600-21 into AR 600-20, Army Command Policy. This change clearly identified commanders as principally responsible for their units’ command climate and emphasized how positive leaders can leverage diversity to improve readiness and mission accomplishment.

OPMS II (1983) – Functional Area 41

In 1983, General Edward C. Meyer, then CSA, directed another study of the Officer Personnel Management System. OPMS II established single branch development functional areas not related to any branch, multiple career tracks and a revised officer classification system. The results of this study were approved in 1984 and implemented in 1985.³³

Under this system, officers were allowed to serve in their basic branch for a period of time, and then serve in a functional area for a period of time. This dual-track development option allowed officers to gain additional skills and experiences while enabling officers to remain on a command or staff track. In the DA Pamphlet 600-3 “Personnel Functional Area (FA 41)” was listed as a personnel generalist position within the operational and institutional Army. FA 41 officers were tasked to supervise managers of the EO program. To incorporate this change, AR 600-21, “The Equal Opportunity Program in the Army” was revised in 1984, 1985, and 1986.

The Secretary of the Army's 1997 Senior Review Panel Report on Sexual Harassment indicated that during the 1980s, staffing for the Army's EO program diminished and the MOS for human relations specialists was deleted from the inventory. This report also cited the Army's "lack of institutional commitment to the EO program and soldiers distrust of the EO complaint system."³⁴ Based on these deficiencies, Commanders went from being assisted by a core of trained and seasoned professionals to soldiers rotating in and out of the program for one tour of duty outside their principal MOS after being trained at the Defense Equal Opportunity Management Institute (DEOMI).³⁵

All DoD military and civilian personnel as well as the Coast Guard's military and civilian personnel, who are assigned to EO, Equal Employment Opportunity (EEO supports civilian personnel), and human relations programs attend training and education programs at DEOMI.³⁶ These programs "include training on policies and programs on the prevention of sexual harassment and participation in extremist activities."³⁷ Attending personnel are screened to ensure they meet their respective service and DoD criteria; they are programmed to attend by their higher headquarters. After individuals attend training at DEOMI in a temporary duty (TDY) status and return to their permanent duty location, their training clerks report the completion of this training through the Army Training Requirements and Resource System (ATRRS) – the Army's automated system that documents officers', warrant officers', and enlisted personnel's training requirements. When individuals attend training at DEOMI in a TDY enroute status (attend training prior to reporting to their permanent duty location), AHRC inputs their DEOMI attendance into ATRRS.

OPMS III / Task Force XXI (1997) – Establishment of FA 43 and Elimination of FA 41

The July 9, 1997 OPMS III / Task Force XXI (the third revision of OPMS) report prepared at the request of then Chief of Staff of the Army (CSA), General Dennis J. Reimer, fundamentally changed how active component officers were managed, institutionally developed, and promoted.³⁸ OPMS III / Task Force XXI changed the previous OPMS II's design of managing officers within four career fields; it required assignment of officers to a basic branch and a functional area.³⁹ The four career fields were Combat Arms, Combat Service Support, Combat Support Arms, and Specialty branches. The career field- based management system sought to professionally develop field grade officers with a depth of knowledge and experience that prepared them for strategic leaders.⁴⁰ The human resources manager (FA 43), along with six other functional areas, was established; and FA 43 replaced Functional Area 41 (Personnel Management).⁴¹ This change was designed to enable officers selected for promotion to major to focus on personnel support functions rather than personnel systems such as morale, welfare and recreation support, equal opportunity, and other garrison-related personnel functions.

The Commandant of the Adjutant General School absorbed the EO mission into the AG's Corps' doctrine, training, and combat developments program in 1994 to ensure the Army's Deputy Chief of Staff for Personnel had an Army Training and Doctrine Command (TRADOC) advocate for human resources.⁴² During this time period, the EO program's regulatory guidance was inserted into the Army's Command Policy regulation AR 600-20. Staffing requirements and training requirements remained the same. AR 600-20 did not provide specific details to guide the development of strategies and doctrine required to provide AG officers with the credentials to serve as EO officers.

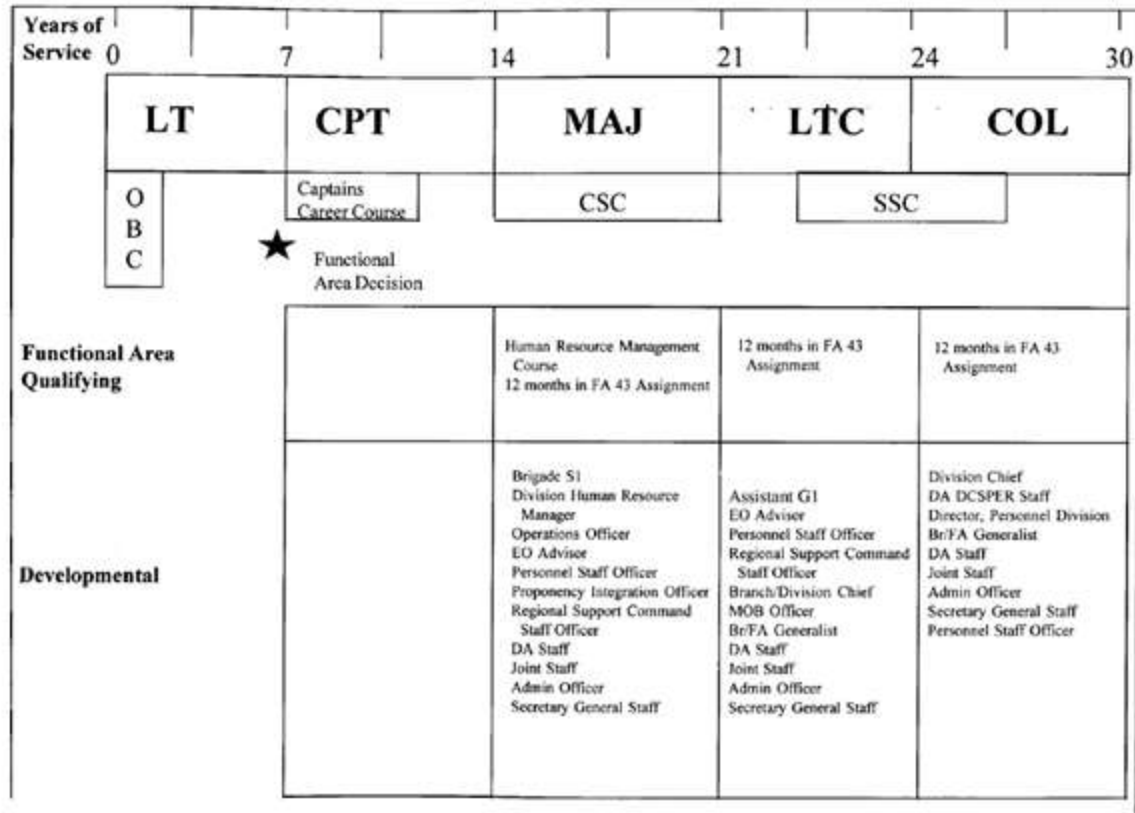


Figure 2. DA Pam 600-3 1 Oct 1998 – FA 43 Career Lifecycle Development Model

OPMS Revision 2006 – Merger of 42H /FA 43 Positions and the Elimination of FA 43

The functionally aligned OPMS (the fourth revision) design was approved in 2006 by then CSA General Peter Schoomaker, who was recalled from retirement to lead the Army during simultaneous combat operations in Iraq and Afghanistan. The previous OPMS III / Task Force XXI was a change from four functional categories to three functional categories. The new Functional Categories are: Maneuver Fires and Effects; Operations Support; and Force Sustainment, which includes the special branches such as doctors and lawyers (see Figure 3).



Figure 3. Functionally Aligned OPMS Design⁴³

Functional Categories are further divided into Functional Groups that link branches and functional areas with similar battlefield functions. The impact of this change on the AG branch was to merge FA 43 into the AG structure so the AG branch was aligned with EO officer positions. This most recent change merges field-grade commissioned officer area of concentration 42B (personnel systems management) with functional area 43A (human resources management). The new area of concentration is coded 42H senior human resources officer. Under the new alignment, lieutenants are accessed into the Adjutant General's Corps as specialty 42B human resources officers, captains are also designated as 42B, and majors, lieutenant colonels and colonels are designated as 42H. Additionally, the Army no longer designated officers from other branches into functional area 43 at the seven-year point in their careers. EO regulatory guidance continued to be provided by a chapter within Army Command Policy, AR 600-20.

Comparative Analysis

The Commander, U.S. Army Human Resources Command (AHRC) is responsible for assigning 32 of the 33 Active Component officer EO positions and each of the 392 enlisted EO positions at the brigade level and above. At the battalion level and below, Commanders assign NCOs to perform EO duties in addition to their primary position. The 33 EO officer positions are filled by officers serving in the human resources career field (42H). Officers serve in an EO position for 24 to 36 months as a broadening assignment at the major (O4), lieutenant colonel (O5) and colonel (O6) ranks. The 392 EO enlisted positions are filled by enlisted personnel serving in all of the Army's MOS. However, of the 392 enlisted positions, 149 are structurally coded as MOS 42A.⁴⁴ Upon completion of their EO assignment, AHRC assigns Army officers and enlisted personnel to another broadening or key developmental position. In comparison, Army IG positions are filled by officers and enlisted personnel from all branches and with any MOS. These individuals attend training at the Inspector General's course and serve in that role for 36 months. Upon completion of their IG assignment, they are assigned to broadening or key developmental positions by their respective officer or enlisted assignment manager at AHRC. The Inspector General (TIG), a Lieutenant General, approves each individual's IG packet. On the other hand, EO Lieutenant Colonels and Majors are selected for assignment by the AG assignment manager, a Lieutenant Colonel within OPMD; and the EO enlisted personnel are selected by an account manager within the Enlisted Personnel Management Directorate (EPMD).

Comparing of DoD's EO manning policies and procedures with those of the Coast Guard reveals a few similarities and differences. At the strategic level, all services align EO functions with their personnel / HR component level directorate. Their written

policies are nested with DoD policies; they require their EO advisors to attend training at DEOMI. Additionally, all services have enlisted personnel serving as EO advisors.

The differences occur at the operational level. The Army, Air Force, and Coast Guard have officer EO positions, whereas the U.S. Navy and the Marine Corps have only enlisted personnel serving in EO positions. Interestingly enough, Air Force and Coast Guard personnel support both the EO military policies and the federal EEO requirements for civilians. All other services separate EO (military) and EEO (civilian) programs. The Army is the only service that provides EO support at all levels of command. However, one of the significant similarities among the services is the fact that individuals who meet the criteria established by their respective service's regulatory guidance are eligible to serve in an authorized EO position and are normally assigned one tour (usually three years for Army and Air Force officers, and Army NCOs, and four years for Coast Guard personnel) during their entire career timeline as a secondary specialty.⁴⁵

Recommendations/Conclusion

My research project affirms that there is no clear strategic benefit to the current alignment of the Army's 33 EO officer positions with the Army's Adjutant General Corps Officers (42H). This analysis finds that all U.S. Army Active Component Majors, Lieutenant Colonels, and Colonels should have the opportunity to serve in the 33 EO officer positions at division level and above. The analysis began with an overview of the officer assignments process and a review of the AG competencies. Currently, EO officer positions are not granted any specific level of priority of fill within the Army manning guidance. OPMD's Operations and Plans Division determines which positions are validated; subsequently they will be filled by the assignment branch divisions. The AG

Branch Chief must fill validated requirements during AHRC's internal manning conference for AG coded positions, branch immaterial positions, and nominative positions. It seems counter-intuitive that the AG assignment branch's inclination may be to assign a major or lieutenant colonel to an EO position only once in order to assign all officers to positions that are likely to build AG core competency skills. But an EO position is not designated as an AG core competency with specific and unique responsibilities codified in doctrine. The Army's strategic assignment perspective should be to assign officers, warrant officers, and enlisted personnel to several EO assignments to build their breadth and depth of knowledge and experience so that they perform very proficiently in these critical positions.

This research project is based on reviews of documents pertaining to the evolution of OPMS, race relations, sexual harassment, and other pertinent topics. This evidence was used to determine when equal opportunity positions were required and which Army enlisted MOS or officer branches were aligned with or designated to serve in EO positions. Prior to the Army's creation of the Functional Area 43 (Human Resources Manager) in 1997, any Army officer or NCO could volunteer to attend DEOMI and serve in an EO position. The 1984 version of the former Army regulation, "Equal Opportunity Program in the Army" states: "Any officer or NCO who meets the selection criteria listed in paragraph 4-2 may volunteer for training and duty as an EOA by submitting a written request to HQDA (DAPC-EPM-A)."⁴⁶

Five surprising revelations surfaced during the comparative analysis among the Army and the other Services of personnel fill procedures for EO and IG, EO enlisted personnel and EO officer personnel. First, both the Air Force and the U.S. Coast Guard

provide support to both military and civilian personnel. Second, the U.S. Navy and Marine Corps assign only enlisted personnel to EO positions. Third, the Navy, Marine, and Air Force have a permanent EO MOS. Fourth, all of the services strategically align the EO function with the personnel / human resources component. Finally, the Army's emphasis on IG positions is very different from its emphasis on EO positions. If both are strategically important, then both should have a nomination process at a level above the lieutenant colonel assignments branch chief.

The Army should not exclusively align AG officers to EO positions. To ensure the Army maximizes diversity and exploits the unique experiences of all Army officers, the Deputy Chief of Staff for Personnel (Army G1) should amend the current manning guidance to open all current Army officer EO vacancies to officers of all branches. The Army G3/ 5/ 7 should change the 33 EO positions from 42H (Senior Human Resources Manager/ Field Grade Adjutant General Officer) to 01A (Branch Immaterial). These two changes will provide all U.S. Army officers the opportunity to serve in EO positions. This strategically benefits the entire Army because AHRC assignment officers will have the ability to provide greater broadening opportunities for all officers, thereby; providing Commanders and strategic leaders with officers who possess diverse experiences that enable them to provide sound advice on issues pertaining to EO that influence unit readiness.

If the Army chooses to continue this current assignment practice, the Commander, Army Human Resources Command should establish an EO nomination process similar to the IG's model. This would ensure strategic leaders and commanders that each EO officer serving in this critical and mandated position is capable of

supporting our diverse and agile force. Additionally, TRADOC should consider establishing an EO Functional Area to contribute to the overall good order of the Army. An EO Functional Area would complement the Army's current incomplete EO doctrine, which is now insulated within the AG Branch's Command Interest Program, which is merely a verbatim statement from the EO chapter in Army Command Policy regulation. Furthermore, this action would remove the burden from the AG branch to fill positions that are not aligned with its core competencies. The requirement for the AG assignment branch to fill EO positions equates to an imbedded O1A type assignments bill of 32 officers that is paid during the AHRC internal manning conference.

In closing, EO provides a critical and dynamic solution set for our Army's senior leaders. This research project's recommendations and conclusions support a constructive change in the current Army policy to align EO officer positions with the AG branch.

Endnotes

¹ Fred W. Baker III, "Army Personnel Official Calls Diversity a National Security Issue", American Forces Press Service (July 25, 2008)
<http://www.defense.gov/news/newsarticle.aspx?id=50604> (accessed April 25, 2013).

² U.S. Department of the Army, *Army Command Policy*, Army Regulation 600-20 (Washington DC: U.S. Department of the Army, March 18, 2008 / Rapid Action Revision September 20, 2012), 50.

³ U.S. Department of the Army, *Army Command Policy*, Army Regulation 600-20 (Washington DC: U.S. Department of the Army, March 18, 2008 / Rapid Action Revision September 20, 2012), 58.

⁴ U.S. Department of the Army, *Army Command Policy*, Army Regulation 600-20 (Washington DC: U.S. Department of the Army, March 18, 2008 / Rapid Action Revision September 20, 2012), 52.

⁵ Michael Turner, email message to author, January 30, 2013. The options below are being explored. (1) Option 1. Status quo. Continue to manage EO PM and EOAs as a specialty broadening assignment; provide guidance in DA Pam 600-25 and 600-3 on the importance of

these jobs to ensure promotion and selection boards promote individuals that serve in these billets at the same rate as the rest of the field. PROs: There is no change to structure or population required. Broadening is supported by the Chief of Staff and Sergeant Major of the Army. CONs: This option lacks the ability to draw from diversity around the Army. All officers will come from one basic branch (CMF 42). Though some may serve branch detail, they will have limited junior grade experience with those organizations. There is no career progression that facilitates back to back EO assignments which makes filling MACOM level positions with individuals that have experience at the tactical level difficult. As the positions become more AG centric, there is the possibility of the perception that EO is an administrative function or bureaucratic requirement for classes or training and not a commander's program as outlined in AR 600-20. Also, branch managers will have to continue to use non-volunteers to fill some positions. (2) Option 2. Recode all positions to be branch immaterial. Branches would provide officers and non-commissioned officers in the same manner as other billets not specific to any CMF. PROs: The opportunity for diversity increases as more career fields provide individuals to serve in EO positions. No single branch is burdened that reduces impact on other key developmental assignments necessary for a healthy CMF. CONs: There will be a lack of oversight by any one proponent which potentially impacts the quality of individuals selected to serve. Branch assignment officers may elect to place individuals no longer competitive for advancement in these positions in order to assist other officers within their branch. Additionally, as with option 1, branch managers will have to continue to use non-volunteers to fill some positions. (3) Option 3. Create a new technical warrant officer CMF 42 (420XX). Any MOS in the Army that otherwise meets the established standards of the branch would be eligible. The technical warrant can have a specific career field devoted to EO from all echelons. The warrant officer can be managed or supervised by the AG staff officer at the S1/G1 since Command Interest Programs is one of the key functions of the core competencies outlined in FM 1.0. The S1/G1 is now aided by a technical expert in a similar fashion to the 420A that provides technical oversight and training of the systems and regulations associated with military HR. PROs: Provides a single career management field and assignments officer to manage. The branch would be small in a similar fashion to 420C Bandmasters, so there is already an existing template for management. Positions at the Brigade level can be WO1/CW2 with career progression through the MACOM and DA level at CW4/CW5 allowing for successive and repetitive EO assignments. The warrant selection process open to any MOS would allow individuals who served as Equal Opportunity Leaders (EOL) to choose to continue to serve as EO experts through the accessions process. This option would also stop the involuntary assignment of Soldiers as EOAs and would develop technical EO experts in the field vice temporarily detailed officers. Lastly, creating a new warrant officer CMF for EO shows the Army the importance of the field. CONs: Most complex COA requiring the creation of a new MOS and ensuring PME and other functional requirements are met. Would take time to grow higher level warrants and would require a phasing in of positions over time. AR 600-20, Pam 611-21 and 600-3 would require revisions including the standards of grade for each echelon.

⁶ Michael McTigue, email message to author, January 10, 2013. LTC (P) McTigue is the current the Army Human Resources Command's (AHRC) Officer Personnel Management Directorate's (OPMD) Adjutant General assignments branch chief in located at Fort Knox, Kentucky. He confirmed that the 33 Brigade-level and above EO positions are currently aligned with 42B / 42H authorizations and filled by AG officers. The total number of authorized 42B/ 42H positions is depicted as follows: 64 (Colonel), 238 (Lieutenant Colonel), 395 (Major), 860 (Captain), and 263 (Lieutenant). He indicated that officers serving in EO positions usually serve for 36 months, although AR 600-20, chapter 6, page 58 states that EO officers will serve for 24 months.

⁷ U.S. Department of the Army, *Officer Assignment Policies, Details, and Transfers*, Army Regulation 614-100 (Washington DC: U.S. Department of the Army, January 10, 2006) 2. The central engine that drives OPMS and the assignment process is Army requirements. Army requirements are those positions that must be filled by officers to accomplish our wartime and peacetime missions. When an officer leaves a position, the losing agency generates a requisition for a replacement. Army requirements for officers are specified on the various TOE and TDA structures. Grade, branch, functional area, skill, and special remarks are documented for each position within The Army Authorization Documents System (TAADS), which is maintained by the DCS, G-3/5/7. The Army projects positions to be filled and places officers on permanent change of station (PCS) or temporary change of station (TCS) orders to occupy the vacancies. Within AHRC, OPMD, requisition cycles are opened quarterly, and the assignment branches determine which officers meet the position requirements and are available for the assignment.

⁸ U.S. Department of the Army, *Commissioned Officer Professional Development and Career Management*, Department of the Army Pamphlet 600-3 (Washington DC: U.S. Department of the Army, February 1, 2010), 10.

The purpose of OPMS is to:

- a. *Acquire*. Identify, recruit, select and prepare individuals for service as officers in our Army.
- b. *Develop*. Maximize officer performance and potential through training and education in accordance with AR 350-1, assignment, self-development and certification of officers to build agile and adaptive leaders.
- c. *Utilize*. Assign officers with the appropriate skills, experience and competencies to meet Army requirements and promote continued professional development.
- d. *Sustain*. Retaining officers with the appropriate skills, experience, competencies and manner of performance to meet Army requirements and promote continued professional development.
- e. *Promote*. Identify and advance officers with the appropriate skills, experience, competencies, manner of performance and demonstrated potential to meet Army requirements.
- f. *Transition*. Separate officers from the Army in a manner that promotes a lifetime of support to the Service.

⁹ U.S. Department of the Army, *Officer Assignment Policies, Details, and Transfers*, Army Regulation 614-100 (Washington DC: U.S. Department of the Army, January 10, 2006) 2.

¹⁰ U.S. Department of the Army, *Human Resources Support*, Department of the Army Field Manual 1-0 (Washington DC: U.S. Department of the Army, April 6, 2010), 1-3.

¹¹ U.S. Department of the Army, *Commissioned Officer Professional Development and Career Management*, Department of the Army Pamphlet 600-3 (Washington DC: U.S. Department of the Army, February 1, 2010), 353.

¹² The Adjutant General School's home webpage, <http://www.ag.s army.mil/> (accessed January 27, 2013).

¹³ Michael McTigue, email message to author, January 10, 2013.

¹⁴ Holly Gay, email message to author, January 11, 2013. The Assistant Secretary of the Army for Manpower and Reserve Affairs (M&RA) and Army G1 publishes a monthly electronic

booklet containing a snapshot of the Army M&RA and the Army G1 functional personnel programs. The intent of the information contained in this smart book is to provide M&RA and DCS G-1 leaders with the most current information on ongoing programs, issues, and subjects of concern. It is not meant to serve as talking points, but rather as the background and source data for situational awareness. The current strength of the Army is 550,064; 82,538 officers, 15,885 warrant officers, and 447,075 enlisted personnel.

¹⁵ U.S. Department of the Army, *Commissioned Officer Professional Development and Career Management*, Department of the Army Pamphlet 600-3 (Washington DC: U.S. Department of the Army, February 1, 2010), i.

¹⁶ U.S. Department of the Army, *Commissioned Officer Professional Development and Career Management*, Department of the Army Pamphlet 600-3 (Washington DC: U.S. Department of the Army, February 1, 2010), 353.

¹⁷ Joseph I. Gill III, *Impact of Army Transformation on Adjutant General's Corps officers Strategy Research Project* (Carlisle Barracks, PA: U.S. Army War College, March 30, 2007), 3.

¹⁸ U.S. Department of the Army, *Commissioned Officer Professional Development and Career Management*, Department of the Army Pamphlet 600-3 (Washington DC: U.S. Department of the Army, February 1, 2010), 354. This skill identifier is only awarded to HR officers, and officers who hold this skill identifier formulate policies for and direct the activities of units engaged in postal operations. Individuals must complete the Joint Service Postal Operations Course and/or the Postal Supervisor's Course. This skill identifier is only awarded to HR officers.

¹⁹ U.S. Department of the Army, *Commissioned Officer Professional Development and Career Management*, Department of the Army Pamphlet 600-3 (Washington DC: U.S. Department of the Army, February 1, 2010), 356. Centralized Selection. A centralized board at HQDA selects a limited number of officers for command and key billets. The lieutenant colonel Centralized Selection List (CSL) Command and Key Billet contains both TOE and TDA positions. The command board meets annually to select commanders from the eligible cohort year groups. Command opportunity varies based on force structure and the command categories for which an officer competes. On average, lieutenant colonels serve in their command tours during their 18th through 20th years of service. Once the board makes its selections and conducts a preliminary slating for category, OPMD conducts a slating process. The AHRC coordinates this slating process with the major Army commands; and the Chief of Staff, Army, reviews and approves the slate.

²⁰ U.S. War Office, *The Officer Personnel Management System* (Washington DC: U.S. Department of the Army, June 25, 1971), 1.

²¹ U.S. War Office, *The Officer Personnel Management System* (Washington DC: U.S. Department of the Army, June 25, 1971), 1.

²² The White House, "Executive Order 8802, Reaffirming Policy of Full Participation in the Defense Programs By All Persons, Regardless of Race, Creed, Color, Or National Origin, and Directing Certain Action in Furtherance of Said Policy, Franklin D. Roosevelt", June 25, 1941. <http://www.eeoc.gov/eeoc/history/35th/thelaw/eo-8802.html> (accessed December 12, 2012).

²³ The White House, “*Executive Order 9981, Establishing the President’s Committee on Equality of Treatment and Opportunity in the Armed Services*”, July 26, 1948 <http://www.history.army.mil/html/topics/afam/execorder9981.html> (accessed December 12, 2012).

²⁴ U.S. Department of the Army, *Department of the Army Historical Summary: FY 1973* (Washington DC: U.S. Department of the Army, 1977), 74. <http://www.history.army.mil/books/DAHSUM/1973/chVI.htm> (accessed 3 October 2012).

²⁵ U.S. Department of the Army, *Department of the Army Historical Summary: FY 1973* (Washington DC: U.S. Department of the Army, 1977), 62. <http://www.history.army.mil/books/DAHSUM/1973/chVI.htm> (accessed 3 October 2012).

²⁶ U.S. Department of the Army, *Department of the Army Historical Summary: FY 1973* (Washington DC: U.S. Department of the Army, 1977), 70. <http://www.history.army.mil/books/DAHSUM/1973/chVI.htm> (accessed 3 October 2012).

²⁷ U.S. Department of the Army, *Department of the Army Historical Summary: FY 1973* (Washington DC: U.S. Department of the Army, 1977), 72. <http://www.history.army.mil/books/DAHSUM/1973/chVI.htm> (accessed 3 October 2012).

²⁸ U.S. Department of the Army, *Race Relations and Equal Opportunity*, Army Regulation 600-21 (Washington DC: U.S. Department of the Army, July 26, 1973), i.

²⁹ U.S. Department of the Army, *Race Relations and Equal Opportunity*, Army Regulation 600-21 (Washington DC: U.S. Department of the Army, July 26, 1973), 4.

³⁰ U.S. Department of the Army, *Department of the Army Historical Summary: FY 1973* (Washington DC: U.S. Department of the Army, 1977), 74. <http://www.history.army.mil/books/DAHSUM/1973/chVI.htm> (accessed 3 October 2012).

³¹ U.S. Department of the Army, *Race Relations Education for the Army*, Army Regulation 600-42 (Washington DC: U.S. Department of the Army, December 11, 1973), 1.

³² David D. Haught, *Officer Personnel Management in the Army: Past, Present, and Future, Strategy Research Project* (Carlisle Barracks, PA: U.S. Army War College, July 4, 2003), 1.

³³ U.S. Department of the Army, *Commissioned Officer Professional Development and Career Management*, Department of the Army Pamphlet 600-3 (Washington DC: U.S. Department of the Army, February 1, 2010), 3.

³⁴ U.S. Department of the Army, *The Secretary of the Army’s Senior Review Panel Report on Sexual Harassment, Volume One*, (Washington, D.C.: U.S. Department of the Army, July 1997), 2.

³⁵ U.S. Department of the Army, *The Secretary of the Army’s Senior Review Panel Report on Sexual Harassment, Volume One* (Washington, D.C.: U.S. Department of the Army, July 1997), 2.

³⁶ Department of Defense, *Military Equal Opportunity (MEO) Program*, Department of Defense Directive Number 1350.2 (Washington, D.C.: Department of Defense, August 18, 1995, certified current as of November 21, 2003), 5.

³⁷ Department of Defense, *Military Equal Opportunity (MEO) Program*, Department of Defense Directive Number 1350.2 (Washington, D.C.: Department of Defense, August 18, 1995, certified current as of November 21, 2003), 5.

³⁸ U.S. Department of the Army, *OPMS XXI Task Force Final Report Prepared for the Chief of Staff, Army* (Washington, D.C.: U.S. Department of the Army, July 9, 1997), iv.

³⁹ John H. McPhaul, Jr., *Developing Military Human Resources Managers for Senior Level Positions*, Strategy Research Project, (Carlisle Barracks, PA: U.S. Army War College, March 15, 2008), 2.

⁴⁰ U.S. Department of the Army, *OPMS XXI Task Force Final Report Prepared for the Chief of Staff, Army* (Washington, D.C.: U.S. Department of the Army, July 9, 1997), 5-2.

⁴¹ U.S. Department of the Army, *OPMS XXI Task Force Final Report Prepared for the Chief of Staff, Army* (Washington, D.C.: U.S. Department of the Army, July 9, 1997), 5-5.

⁴² Richard P. Mustion, “*Sustaining Our Army Then and Now*”, 41, no. 6 (November-December 2009) http://www.almc.army.mil/alog/issues/NovDec09/then_now.html (accessed 5 December 2012).

⁴³ Jim Tice, “*LTC board to be first to use alignment system*”, *Army Communicator Magazine*, Voice of the Signal Regiment. 32, no. 1 (winter 2007): 10.

⁴⁴ Michael Turner, email message to author, January 30, 2013.

⁴⁵ U.S. Department of the Army, *Army Command Policy* Army Regulation 600-20 (Washington DC: U.S. Department of the Army, March 18, 2008 / Rapid Action Revision September 20, 2012), 58; U.S. Department of the Navy, *OPNAVINSTRUCTION 5354.1F Equal Opportunity Policy* (Washington, D.C.: U.S. Department of the Navy, July 25, 2007); U.S. Department of the Navy, *Marine Corps Order 5354.3B* (Washington, D.C.: U.S. Department of the Navy, June 25, 2012); U.S. Department of the Air Force, *Equal Opportunity and Treatment Program Military and Civilian*, Air Force Instruction 36-2706 (Washington D. C.: U.S. Department of the Air Force, October 5, 2010, Incorporating Change 1, October 5, 2011); U.S. Department of Homeland Security, *Coast Guard Equal Opportunity Manual*, COMDTINST M5350.4B, (Washington, D.C.: U.S. Coast Guard, November 1, 2005).

⁴⁶ U.S. Department of the Army, *Equal Opportunity Program in the Army*, Army Regulation 600-21 (Washington DC: U.S. Department of the Army, April 30, 1986), 6.

